
5B

Action

Credentialing and Certificated Assignments Committee

Teaching and Services Permits

Executive Summary: This agenda item provides additional information on potential amendments to regulations pertaining to provisional internship permits and emergency permits as requested at the September 2012 Commission meeting.

Policy Question: Does the Commission wish to pursue regulation amendments and/or policy changes related to teaching and services permits?

Recommended Action: Provide direction to Commission staff as related to desired amendments to regulations and/or policy changes for teaching and services permits.

Presenter: Tammy A. Duggan, Consultant, Certification, Assignment and Waivers Division

Strategic Plan Goal

I. Educator Quality

- ◆ Develop, maintain, and promote high quality authentic, consistent educator assessments and examinations that support development and certification of educators who have demonstrated the capacity to be effective practitioners.

Teaching and Services Permits

Introduction

This agenda item provides additional information on potential amendments to regulations pertaining to provisional internship permits and emergency permits as requested at the September 2012 Commission meeting.

Background

The Commission currently issues three types of permits: emergency permits, limited assignment teaching permits, and short-term staff and provisional internship permits. The requirements for initial issuance and reissuance, as well as the number of reissuances available for each permit type are provided in Appendix A. This agenda item focuses on provisional internship permits and emergency permits. Limited assignment teaching permits (general education and special education) and short-term staff permits are not addressed in this agenda item, as no changes were requested by the Commission at the September 2012 meeting.

Provisional Internship Permits

Emergency Multiple Subject Teaching, Single Subject Teaching, and Education Specialist Instruction Permits were replaced by short-term staff permits (STSPs) and provisional internship permits (PIPs) in July 2005. The STSP is for unanticipated staffing needs and is not renewable. The PIP is for anticipated staffing needs and may be reissued one time if the holder attempts but does not pass all associated subject-matter subtests.

At the September 2012 meeting, the Commission requested additional information regarding the impact of eliminating the reissuance of the PIP—see Appendix A for details on the requirements for a PIP. Currently a prospective employer requests a PIP, after conducting a diligent search for a fully credentialed teacher, when it has had to make an offer of employment to an individual who has not satisfied the subject-matter requirement. While holding a PIP, the individual works toward satisfying the subject-matter requirement by taking the appropriate subject-matter subtests. Table 1 displays the number of PIP reissuances by type from the 2006-07 to the 2010-11 school years.

Table 1: PIP Reissuances

| Year | Multiple Subject | Single Subject | Education Specialist | Totals |
|---------------|-------------------------|-----------------------|-----------------------------|---------------|
| 2010-11 | 3 | 17 | 28 | 48 |
| 2009-10 | 9 | 62 | 58 | 129 |
| 2008-09 | 31 | 154 | 163 | 348 |
| 2007-08 | 42 | 242 | 269 | 553 |
| 2006-07 | 5 | 93 | 186 | 284 |
| Totals | 90 | 568 | 704 | 1,362 |

Table 2 displays information about the individuals who held a reissued PIP from the 2008-09 to 2010-11 school years and if the individual subsequently qualified for an intern or higher credential.

Table 2: PIP Reissuance Upgrades

| Year | Did Not Upgrade | | Upgraded to an Intern or Higher Document | | | | | |
|-----------------------------|-----------------|------|--|----------------------|-------------|------------------------------|---------------------|-----|
| | Total | % | Intern | Intern & Preliminary | Preliminary | Intern, Preliminary, & Clear | Preliminary & Clear | % |
| Multiple Subject | | | | | | | | |
| 2010-11 | 3 | 100% | | | | | | 0 |
| 2009-10 | 3 | 33% | 3 | 1 | 2 | | | 67% |
| 2008-09 | 12 | 39% | 4 | 4 | 3 | 4 | 4 | 61% |
| Single Subject | | | | | | | | |
| 2010-11 | 4 | 24% | 7 | 4 | 2 | | | 76% |
| 2009-10 | 18 | 29% | 9 | 13 | 12 | 3 | 7 | 71% |
| 2008-09 | 50 | 32% | 12 | 36 | 17 | 22 | 17 | 68% |
| Education Specialist | | | | | | | | |
| 2010-11 | 15 | 54% | 10 | 1 | 2 | | | 46% |
| 2009-10 | 28 | 48% | 15 | 10 | 3 | | 2 | 52% |
| 2008-09 | 60 | 37% | 37 | 34 | 19 | 10 | 3 | 63% |

Overall, 63% of the individuals who were reissued PIPs from the 2008-09 to 2010-11 school years subsequently upgraded to an intern or higher credential and 37% have not yet upgraded.

Removing the one-time reissuance for the PIP would make the document a non-renewable document similar to the STSP.

Emergency Permits

As shown in Appendix A, there are four types of emergency permits available and each permit requires possession of a prerequisite credential that authorizes teaching in California's public schools. At this time an individual may apply for an initial emergency permit and up to four reissuances of that permit. Emergency permits allow teachers to serve in an additional setting or area while completing the requirements for the associated authorization or credential. The Commission requested additional information on two possible amendments to the regulations related to emergency permits: 1) Reduce the number of available emergency permit reissuances from four to two; and 2) Require recruitment documentation with each emergency permit application.

Reduce the Number of Available Emergency Permit Reissuances from Four to Two

Statutory changes effective January 1, 1998 limited the number of times an emergency permit may be reissued to four times per permit type. The rationale was that an individual would have time within the five years to complete the appropriate educator program and earn the full

authorization. In 2005, the Commission stopped issuing emergency Multiple Subject, Single Subject and Education Specialist teaching permits.

Emergency Crosscultural Language and Academic Development (CLAD) Permits

An individual who holds a California teaching credential that does not include an English learner authorization must hold an Emergency CLAD Permit if he or she is providing instructional services to English learners.

The inclusion of English learner competencies in all California teacher preparation programs in 2003 has reduced the number of individuals who require Emergency CLAD Permits. Emergency CLAD Permits are issued at the request of a California employing agency only to out-of-state/country prepared teachers, California prepared teachers issued credentials under previous program standards, and individuals who hold other types of teaching credentials and are assigned to instruct English learners before earning a CLAD Certificate or English learner authorization.

Reissuance of an Emergency CLAD Permit requires completion of six semester (or nine quarter) units of coursework associated with a Commission-approved California Teachers of English Learners (CTEL) program, passage of two of the three CTET subtests, or a combination of the two. An average CTET program consists of 12 semester units of coursework. Whether pursuing the examination or coursework route, an individual is expected to qualify for the associated CLAD Certificate or English learner authorization within three years (the initial year of the emergency permit and two reissuances). Table 3 displays the number of initial issuances and reissuances of Emergency CLAD Permits from the 2006-07 to 2010-11 school years.

Table 3: Emergency CLAD Permits

| School Year | Initial Issuance | First Reissuance | Second Reissuance | Third Reissuance | Fourth Reissuance | Totals |
|--------------------|-------------------------|-------------------------|--------------------------|-------------------------|--------------------------|---------------|
| 2010-11 | 1,466 | 949 | 193 | 26 | 7 | 2,641 |
| 2009-10 | 2,672 | 1,504 | 144 | 20 | 5 | 4,345 |
| 2008-09 | 4,752 | 1,055 | 121 | 16 | 0 | 5,944 |
| 2007-08 | 5,158 | 1,412 | 96 | 5 | 0 | 6,671 |
| 2006-07 | 10,043 | 1,419 | 21 | 0 | 0 | 11,483 |
| Totals | 24,091 | 6,339 | 575 | 67 | 12 | 31,084 |

Emergency Bilingual Authorization Permits

An Emergency Bilingual Permit is available at the request of a California employer to individuals assigned to positions requiring content instruction delivered in the language of emphasis who do not yet hold a bilingual authorization. An individual must hold a California teaching credential and verify target language proficiency to qualify for the Emergency Bilingual Authorization Permit.

Reissuance of an Emergency Bilingual Authorization Permit requires six semester (or nine quarter) units of coursework associated with a Commission-approved Bilingual Authorization program, passage of two CTET or two Language Other Than English (LOTE) subtests in the language of emphasis, or a combination of the two. Qualifying for a Bilingual Authorization on

the basis of examinations requires passage of three (for individuals who already possess an English learner authorization) to six (for individuals who do not possess an English learner authorization) subtests. Bilingual Authorization programs consist of approximately 15 semester units (for individuals who already hold an English learner authorization). It is feasible for an individual to earn a Bilingual Authorization within three years (the initial year of the emergency permit and two reissuances). Table 4 displays the number of initial issuances and reissuances of Emergency Bilingual Authorization Permits from the 2006-07 to 2010-11 school years.

Table 4: Emergency Bilingual Authorization Permits

| School Year | Initial Issuance | First Reissuance | Second Reissuance | Third Reissuance | Fourth Reissuance | Totals |
|--------------------|-------------------------|-------------------------|--------------------------|-------------------------|--------------------------|---------------|
| 2010-11 | 58 | 18 | 6 | 3 | 0 | 85 |
| 2009-10 | 73 | 24 | 10 | 0 | 0 | 107 |
| 2008-09 | 83 | 28 | 13 | 0 | 0 | 124 |
| 2007-08 | 129 | 38 | 6 | 1 | 0 | 174 |
| 2006-07 | 163 | 43 | 3 | 1 | 0 | 210 |
| Totals | 506 | 151 | 38 | 5 | 0 | 700 |

Emergency Resource Specialist (RSP) Permits

All Education Specialist Instruction Credentials issued since October 1997 include an RSP authorization. Only individuals holding special education teaching credentials under previous regulations prior to the inclusion of the RSP authorization may apply for an Emergency RSP Permit through their California employing agency. In addition, a Preliminary RSP Added Authorization is available to individuals who have three years of full-time teaching experience and were issued special education teaching credentials under previous regulations.

Reissuance of an Emergency RSP Permit requires completion of six semester (or nine quarter) units of coursework. Commission-approved RSP programs range between nine and twelve semester units. It is feasible for an individual to earn a Resource Specialist Added Authorization within three years (the initial year of the emergency permit and two reissuances). Table 5 displays the number of initial issuances and reissuances of Emergency RSP Permits from the 2006-07 to 2010-11 school years.

Table 5: Emergency Resource Specialist Permits

| School Year | Initial Issuance | First Reissuance | Second Reissuance | Third Reissuance | Fourth Reissuance | Totals |
|--------------------|-------------------------|-------------------------|--------------------------|-------------------------|--------------------------|---------------|
| 2010-11 | 19 | 2 | 2 | 0 | 1 | 24 |
| 2009-10 | 20 | 5 | 2 | 1 | 0 | 28 |
| 2008-09 | 25 | 6 | 4 | 0 | 0 | 35 |
| 2007-08 | 38 | 7 | 1 | 1 | 0 | 47 |
| 2006-07 | 46 | 3 | 2 | 0 | 0 | 51 |
| Totals | 148 | 23 | 11 | 2 | 1 | 185 |

Emergency Teacher Librarian Services (TLS) Permits

An applicant for the Emergency TLS Permit must hold a valid California teaching credential issued on the basis of a bachelor's or higher degree and completion of a teacher preparation program that included student teaching or verify possession of or eligibility for an out-of-state school librarian credential. A librarian instructs pupils in the use of library materials, plans and coordinates school library programs, selects materials for libraries, supervises classified personnel, and plans and conducts a course of study for pupils who assist in the operation of school libraries.

Reissuance of an Emergency TLS Permit requires completion of six semester (or nine quarter) units of coursework from a Commission-approved program. There are currently four Commission-approved TLS credential programs that consist of approximately 30 semester units. Reducing the number of reissuances on an Emergency TLS Permit may prevent individuals from qualifying for the associated credential in three years since the programs are much longer in length than the programs associated with the other emergency permits.

Each emergency permit issued by the Commission has a separate Title 5 regulation section that details the specific permit requirements. To ensure individuals employed on the basis of an Emergency TLS Permit are successful in obtaining the Clear Teacher Librarian Services Credential at the end of three years, the Commission may consider adding Title 5 regulation language requiring a specific number of prerequisite units for initial issuance of the permit (between nine and twelve semester units is suggested). Table 6 displays the number of initial issuances and reissuances of Emergency TLS Permits from the 2006-07 to 2010-11 school years. The length of the associated TLS credential program explains the increased numbers of third and fourth reissuances displayed in the table.

Table 6: Emergency Teacher Librarian Services Permits

| School Year | Initial Issuance | First Reissuance | Second Reissuance | Third Reissuance | Fourth Reissuance | Totals |
|--------------------|-------------------------|-------------------------|--------------------------|-------------------------|--------------------------|---------------|
| 2010-11 | 50 | 33 | 28 | 21 | 6 | 138 |
| 2009-10 | 61 | 57 | 45 | 20 | 5 | 188 |
| 2008-09 | 79 | 74 | 43 | 11 | 4 | 211 |
| 2007-08 | 117 | 68 | 31 | 19 | 3 | 238 |
| 2006-07 | 89 | 46 | 38 | 9 | 8 | 190 |
| Totals | 396 | 278 | 185 | 80 | 26 | 965 |

Require Recruitment Documentation with Each Emergency Permit Application

At the September 2012 meeting, the Commission discussed requiring each application for an emergency permit to include recruitment documentation, much like is currently required for STSP and PIP applications. Requiring recruitment documentation with each application may be viewed as a state mandate which would allow local education agencies (LEA) to submit claims

for reimbursement of mandated costs and would require funding from the state to the LEA.¹ Additional Commission staff time will also be required to review the recruitment documentation submitted with each emergency permit application. The Commission of State Mandates is currently reviewing a Test Claim filed in 2003 in which a California employing agency has asserted that requiring employing agencies to submit emergency permit applications is a reimbursable mandated cost. Commission staff is awaiting a decision on the outcome of the Test Claim.

In addition to including recruitment documentation with each emergency permit application, the Commission could develop an annual Declaration of Need (DON) Report dealing specifically with emergency permits. The proposed DON Report would be in addition to the annual Teacher Supply Report. The DON Report would provide the number and type of permits requested by and processed for each California employing agency. Such a report would allow the Commission to track emergency permits by type and employer and to evaluate how well the employing agencies are estimating their need for emergency permits by type and content area on the yearly DON form. The DON Report could be automated and, with the exception of the initial programming time required, Commission staff time will be limited to the preparation of the yearly report.

Options for Commission Consideration

1) **Eliminate the one-time Provisional Internship Permit reissuance.**

The requirements for initial issuance and reissuance of PIPs are provided entirely in the Title 5 Regulations. The one-time PIP reissuance may be repealed through the regulatory process. Does the Commission wish to eliminate the one-time PIP reissuance?

2) **Reduce the number of emergency permit reissuances.**

With the exception of the TLS Permit, individuals serving on emergency permits should have no problem completing the requirements for the associated certificate or authorization in three years. Does the Commission wish to pursue a reduction in the number of emergency permit reissuances from four to two?

3) **If yes for Option 2, require completion of additional coursework for initial issuance of an Emergency TLS Permit.**

If the Commission votes to pursue a reduction in the number of emergency permit reissuances from four to two, should a specified number of semester units be required for initial issuance of the Emergency TLS Permit?

4) **Require recruitment documentation with each emergency permit application**

Would require amendments to Title 5 regulations and could be viewed as a mandated cost. Submission of an annual DON by California public school employers is required for the

¹ Government Code §17514 defines “mandated costs” as: “Costs mandated by the state” means any increased costs which a local agency or school district is required to incur after July 1, 1980, as a result of any statute enacted on or after January 1, 1975, or any executive order implementing any statute enacted on or after January 1, 1975, which mandates a new program or higher level of service of an existing program within the meaning of Section 6 of Article XIII B of the California Constitution. “Executive order” as defined in Government Code §17516 includes regulations issued by state agencies.

issuance and reissuance of emergency permits in Education Code §44300(a)(3). Employing agencies are required to verify on the DON that efforts will be made to recruit a fully credentialed teacher prior to employing an individual on the basis of an emergency permit. Requiring recruitment documentation with each emergency permit has the potential of creating claims for reimbursement of mandated costs. Does the Commission wish to pursue regulation amendments requiring recruitment documentation with each emergency permit application if the Commission on State Mandates decides that employing agency actions related to emergency permits are not mandated costs?

5) Direct Commission staff to develop an annual DON Report

If the Commission on State Mandates decides that employing agency actions related to emergency permits are mandated costs, does the Commission wish to direct staff to prepare an annual DON Report?

Future Related Work and/or Agenda Items

If the Commission approves any of the options needing amendments of regulations, certification staff would move forward with an item on proposed amendments to the related sections in Title 5 of the California Code of Regulations.

Appendix A

| Permit Type | | | | | |
|-------------------------|---|---|---|---|---|
| Applicant Requirements | Emergency Permits | Limited Assignment Teaching Permits | | Teaching Permits | |
| | CLAD, Bilingual, RSP, TLS | General Education (MS/SS) | Special Education (SE) | Short-Term Staff | Provisional Internship |
| Bachelor's Degree | Yes | Yes | Yes | Yes | Yes |
| Basic Skills | Yes | No | No | Yes | Yes |
| Prerequisite Document | Teaching Credential | General Ed Credential | Special Ed Credential | None | None |
| Satisfy Subject-Matter | CLAD/RSP/TLS - No Bilingual – Target Language Proficiency | No | 3.0 semester units or 1 year experience | MS = 10 semester units in 4 academic areas SS = 18 semester units in subject area SE = one of the above, or 3.0 semester units, or 1 year experience | |
| Offer of Employment | Yes | Yes | Yes | Yes | Yes |
| Fingerprint Clearance | Yes | Yes | Yes | Yes | Yes |
| Reissuances Available | Four | Two | Two | None | One |
| Reissuance Requirements | 6 semester units or, for CLAD and Bilingual only, passage of 2 subtests | 6 semester units or passage of 2 subtests | 6 semester units | N/A | Attempt (but not pass) all associated subject-matter subtests |
| Employer Requirements | Emergency Permits | Limited Assignment Teaching Permits | | Other Permits | |
| Conduct Diligent Search | Yes | Yes | Yes | Yes | Yes |
| Declaration of Need | Yes | Yes | Yes | No | No |
| Orientation to Teaching | Yes | No | No | Yes | Yes |
| Provide Mentor | Yes | Yes | Yes | Yes | Yes |
| Ongoing Guidance | Yes | Yes | Yes | Yes | Yes |
| Assist with Exams | No | No | No | No | Yes |
| Submit Application | Yes | Yes | Yes | Yes | Yes |